STRENGTHENING MANITOBA'S CAPITAL REGION

GENERAL PRINCIPLES AND POLICY DIRECTIONS

- A Public Discussion Paper -

Regional Planning Advisory Committee
For Manitoba's Capital Region
April 2002

As defined in our Terms of Reference, the role of the Regional Planning Advisory Committee (RPAC) is to undertake community consultations in order to gain public and stakeholder input on potential planning policies which better address the growth management issues facing the Capital Region. We will report our findings to the Minister of Intergovernmental Affairs. The Province, in developing a Policy Plan for the Capital Region, will consider our report. Once adopted, the Plan will be used to guide decisions by planning authorities on the development of land and the management of resources in the region.

We are pleased to release *Strengthening Manitoba's Capital Region, General Principles and Policy Directions* as a public discussion paper. We are sincerely interested in gaining your input on potential planning policies for the Capital Region.

Professor Paul Thomas, Chair

Ms. Cathy Auld

Mayor R.S. "Bud" Oliver

Mayor Bob Stefaniuk

Deputy Mayor Lillian Thomas

Mr. Nick Carter

Ms. Eleanor Thompson

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1. INTRODUCTION

1.1 BACKGROUND

Over the years, numerous studies and reports dealing with Winnipeg and its region have been completed. The most recent one is the *Capital Region Review Panel's Final Report* released in December of 1999. The provincial government responded to the Panel's report in January 2001, with the release of a position paper entitled: *Planning Manitoba's Capital Region: Next Steps.* Copies are available by mail or from the Capital Region Web Site. Both addresses are on the back cover of this document.

In *Next Steps*, the provincial government outlined a number of issues related to the Capital Region and identified a provincial ten-point action plan to address them. Among these actions, the government stated it would '*take the lead in developing planning policies that better address the growth management issues facing the Capital Region*', and that it would '*appoint a Regional Planning Advisory Committee to assist in stimulating public discussion and to provide advice on regional planning policies*'. On September 20, 2001, the provincial government announced the appointment of the Regional Planning Advisory Committee (RPAC).

As stated in RPAC's Guiding Principles (see Section 2.1), the provincial government is the only government with a direct legal and political mandate to ensure the economic, physical and social health of the region. The provincial government should, therefore, provide policy direction and coordination over significant aspects of development within the Region. The real issue is the nature of provincial involvement, its timing and its consequences. Consultation and collaboration among governments is desirable, as is the assignment, in the clearest possible terms, of responsibility and accountability for actions and results.

DID YOU KNOW?

- The total area of the current Capital Region is 7,532 km^2, or about 1.2% of Manitoba's land base.
- The Rural Municipality of Rockwood is the largest municipality in the current Capital Region with an area of 1,154 km^2, (about 15.3% of the Capital Region's land base). The RM of Macdonald is the second largest at 1,106 km^2 (14.7%), and the RM of Springfield is the third largest at 1,059 km^2 (14.1%).
- The Town of Stonewall is the smallest municipality in area at 6 km^2 (0.1% of the Capital Region's land base). The City of Selkirk is second smallest at 25 km^2 (0.3%), and the RM of East St. Paul is the third smallest at 44 km^2 (0.6%).
- The City of Winnipeg is 464^2 km in area, or the 8th largest municipality in the Capital Region, containing about 6.2% of the current Capital Region's land area.

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DID YOU KNOW?

- In the last 10 years (1991-2001), the population in the Capital Region municipalities outside of Winnipeg grew by 10,560 (about a 13% total increase, or an annual growth rate of 1.3%). Over the same period, the City of Winnipeg grew by 4,330 (a 0.7% total increase, or 0.07% annual growth rate).
- From 1991-2001, two municipalities in the Capital Region declined in population: the RM of Ritchot & the City of Selkirk. The RMs of St. Francois Xavier, Headingley, Cartier, Rosser and Ritchot increased marginally - increasing a total of about 510 people for all five municipalities over that 10-year period. Added together, those seven municipalities grew by 355 people - or about 35 people annually, for an average of about five people per municipality per year.
- This means half (eight) of Capital Region municipalities have declined or grown negligibly in population from 1991-2001.

1.2 WHO ARE THE REGIONAL PLANNING ADVISORY COMMITTEE (RPAC) MEMBERS?

Paul Thomas, Chair
Mayor R. S. "Bud" Oliver
Mayor Bob Stefaniuk
Deputy Mayor Lillian Thomas
Cathy Auld
Nick Carter
Eleanor Thompson

For background on RPAC members, see Appendix B.

1.3 RPAC's PURPOSE

The Regional Planning Advisory Committee's (RPAC's) task is to undertake community consultations in order to gain public and stakeholder input into potential planning policies which better address growth management issues facing the Capital Region.

The RPAC will prepare a report on its findings for the Minister of Intergovernmental Affairs by the summer of 2002. The report will be considered by the Province in developing a policy plan for the Capital Region.

In accordance with the issues identified in the Province's *Next Steps* document and its terms of reference, the RPAC is outlining in this discussion paper a potential framework of principles and policy directions for public and stakeholder consideration.

1.4 WHAT IS THE CURRENT CAPITAL REGION?

Manitoba's Capital Region is a geographical area, which includes Manitoba's capital city and the municipalities in the Winnipeg region. The Capital Region is not a legal entity, it is not a government, and it does not have any governmental or administrative responsibilities or capabilities.

The provincial government initially defined the Capital Region in the early 1990s to include the following 16 municipalities (see Map C1 in Appendix C). The boundaries have remained the same since then:

- Cartier, RM
- East St. Paul, RM
- Headingley, RM
- Macdonald, RM
- Ritchot, RM
- Rockwood, RM
- Rosser, RM
- Selkirk, City
- Springfield, RM
- St. Andrews, RM
- St. Clements, RM
- St. François Xavier, RM
- Stonewall, Town
- Taché, RM
- West St. Paul, RM
- Winnipeg, City

The provincial government has indicated it will consider altering the outer boundaries of the Capital Region based on public and stakeholder consultations, and on the advice of the RPAC (see Section 2.6 for further discussion of this topic).

1.5 RPAC's CONSULTATION PROCESS

One of the principal mandates of the RPAC is to consult with the public and a wide variety of groups with interests in the Capital Region.

The RPAC began its deliberations in late September of 2001. Since that time the committee has met individually with 15 of the Capital Region municipalities including the City of Winnipeg. In addition, it has met with a number of non-government and government experts in related fields. These consultations were intended to provide background and context for the preparation of this discussion paper. The dialogue on the future of the Capital Region is now being widened. The RPAC will now hold a series of public meetings (see back cover).

1.6 OTHER REPORTS BEING REVIEWED

A number of reports and studies have been completed in past years. Some are directly related to the Capital Region, others are only indirectly related and others apply to regional planning in general.

Among the reports reviewed by the RPAC are: *Applying Manitoba's Capital Region Policies* (1996), *The Consultation on Sustainable Development Initiative (COSDI) Report* (1999), *The Capital Region Review Panel Final Report* (1999), *The Finding Common Ground* Report from the Livestock Stewardship Panel (2001), *The Drinking Water Report* (2001) and the *Manitoba and Climate Change Report* (2001). These reports are all available on the Capital Region Web Site.

Numerous other reports, documents and studies related to regional planning have also been identified and reviewed including a number of regional planning models in locations such as: Alberta, British Columbia, Nova Scotia, Ontario, Oregon, Minnesota, Colorado, Maryland, Wisconsin, Ohio, New York, and others.

In further support of this initiative, the provincial government is also undertaking other research and preparing background material as part of this Capital Region planning process and will publish these reports both in hard copy and on the Capital Region Web Site as they become available.

Other related documents, reports and studies, both current and historic, are also available on the Capital Region Web Site.

IT'S HARD TO KNOW THE PLAYERS WITHOUT A SCORECARD

- From time to time you may see mention of some of these groups or agencies in reference to Capital Region issues:

- **Winnipeg Region Committee:** From 1971-1975 the *Winnipeg Region Study*, a major provincial government initiative was undertaken, involving 30 municipalities in the Winnipeg area. Over 17 volumes of reports were completed, resulting in the adoption of *The Provincial Land Use Policies (1980).* Manitoba was the first Province in Canada to adopt such policies.

- **Association of Regional Municipalities (ARM):** Municipalities which bordered Winnipeg and at one time had some or all of their lands under the planning control of the City, known as the *Winnipeg Additional Zone*. These municipalities still meet regularly but the *Additional Zone* was abolished a number of years ago.

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- **Mayors and Reeves of the Capital Region:** Formed in 1999 and comprised of the reeves and mayors of the Capital Region, it has no provincial government involvement.
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1.7 WHAT WILL THE PROCESS BE?

When the provincial government announced the Capital Region initiative in January 2001, it outlined a process that would be followed to develop and adopt a policy plan for the Capital Region.

The provincial government has indicated it will take into account the background research and material it has gathered, public and stakeholder input and the report and advice of the RPAC in drafting a regional policy plan. A draft plan is expected to be released by the provincial government to the public in the Fall/Winter 2002/03. Subsequently, the draft plan is expected to go through a final round of public review before being formally adopted by the provincial government.

When adopted by the provincial government, the new regional policy plan may be applied to the region in a manner similar to the current *Provincial Land Use Policies* which are a regulation under *The Planning Act*. That is, the plan could provide a set of guidelines for the Province, municipalities, planning districts, developers, the public and other stakeholders, to use in the preparation and review of development plan by-laws in the region. It should reflect a coherent regional approach to planning and development and should express the provincial land and resource interests in the region. Eventually, municipal and planning district development plans should be consistent with this new regional planning framework.

2. PRINCIPLES AND POLICY DIRECTIONS

The following principles and policy directions represent options being considered by the Regional Planning Advisory Committee (RPAC) for recommendation to the Province. They can form a framework for the provincial government to develop more detailed policies for the Capital Region.

Policies adopted by the provincial government should promote the sustainable use of land and resources and ensure a healthy, equitable growth pattern in the Capital Region. They are also expected to reflect better coordination and a more regional and complementary approach to planning and development in the Capital Region. If adopted by the Province, policies reflecting these principles and directions would serve as a standard for provincial and local authorities, developers, the public and other stakeholders in the review of municipal and planning district development plans and amendments to those plans.

Many of the principles and recommended policy directions in this paper are unique to Manitoba's Capital Region and would not necessarily be transferable to other areas of the Province - especially those with significantly less development pressure.

Governments in the region should, as much as is practical, cooperate and act in unison so as to assist in benefiting the region as a whole.

The RPAC believes that the over-riding goal of the Capital Region initiative is to assist in achieving a healthy, safe and prosperous region; that Winnipeg, as the dominant municipality in the region, should remain strong and vibrant.

Most of the development in the region occurs because of the very existence of Winnipeg. A healthy and prosperous Winnipeg will mean a healthy and prosperous region. Large urban centres such as Winnipeg provide a significant and important array of services and opportunities for residents and businesses of the Capital Region. Winnipeg should not be diminished by the actions, or indeed, the inaction of governments in the region.

At the same time, within reason, the legitimate sustainable growth aspirations of the other municipalities in the region should be supported, and in fact, such development can contribute to a stronger Winnipeg.

2.1 GENERAL GUIDING PRINCIPLES FOR THE CAPITAL REGION

The RPAC believes the following ten principles could form the basis for effective decision-making and future land use policies for the Capital Region, recognizing that these principles are somewhat general, that there is room for interpretation over their application, that some may conflict and that they will need to be balanced in practice.

A CAPITAL REGION REALITY CHECK

Myth: The provincial government is intending to:

- create a new level of government or a regional planning commission with land use planning authority in the region,
- re-introduce some form of new *Additional Zone* to the region (where Winnipeg controls development in the adjacent municipalities), and/or
- use the RPAC to review individual development proposals in the region.

Reality: The provincial government is on record as saying that it does not intend to create a new level of government, nor is the RPAC to be some form of development review agency. The RPAC's role is limited to advising the Province on the regional plan. Once its final report is completed (expected by the summer of 2002), the RPAC's job is finished.

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DID YOU KNOW?

- About 3,500 rural residential lots have been created in Capital Region Rural Municipalities in the last 20 years.
- The City of Winnipeg now averages about 850 single-family housing starts a year compared with a total of about 550 in the other 15 Capital Region municipalities.
- Between 1985 and 2000, there were about 32,500 housing starts in the Capital Region. About 8,800 (27%) of these occurred in municipalities outside of Winnipeg compared with about 23,700 (73%) in Winnipeg.
- Although Winnipeg's overall average number of housing starts in the Capital Region over the last 15 years is 73%, its share has been steadily declining: from 83% in 1985 to 65% in 2000.

2.1.1 Municipal Role in Planning

Municipalities should continue to have primary responsibility for day-to-day land use planning and decision-making for their local communities, within provincially approved parameters and the regional context.

2.1.2 No New Level of Government

A positive economic climate in the Capital Region can be achieved without the creation of another level of government. The problems in the Capital Region are not of such a magnitude as to require major restructuring of governments or the establishment of major new institutions to deal with them - and there appears to be little support for such action among most local governments or the provincial government.

2.1.3 Regional Planning is a Provincial Role

Municipal councils are elected to represent their local communities; it is not their direct responsibility, nor are they expected to address concerns outside their jurisdictions. Therefore, in the absence of a regional authority, the government of Manitoba is the only level of government that has a clear mandate to address regional issues. Given that the Capital Region represents over 60% of the Province's population and economy, it is appropriate that the provincial government, representing all Manitobans, pay continuing attention to development in the region and provide leadership to enable the region to realize opportunities and to deal effectively with its challenges.

2.1.4 Regional Planning Based On Clear Principles and Law

Any necessary policy direction and control of the development processes in the Capital Region should be based upon broad public interests that are clearly expressed in provincial law, land use policies and regulations. This legal framework must be flexible enough to accommodate the diversity among the municipalities in the Capital Region. Provincial policies and actions should be based upon clearly stated principles and criteria, and they should be open and consistent.

2.1.5 Public Consultation and Co-operation

Within the context of law, planning processes in the Capital Region should be open, accessible, participatory, inclusive, responsive and collaborative. In particular, thorough public consultation should be fundamental in any planning exercise. Consultation with stakeholders and appropriate Aboriginal communities is also to be encouraged.

2.1.6 Provincial Role in Planning

The role of the provincial government in planning and development processes should include the following:

a) to provide policy leadership and support to enable the region to realize opportunities for sustainable economic growth and healthy communities;

b) to ensure better integration and coordination of municipal land use planning decisions with related activities such as water management, transportation, environmental protection, public health and safety, etc.;

c) to deal with 'spillover' effects where municipal land use decisions have impacts that affect neighbouring municipalities, the region or the Province as a whole;

d) to help resolve inter-municipal disputes where these pose a barrier to development or an effective policy response to problems arising from growth and change;

e) to ensure some measure of consistency, predictability and fairness in municipal decision-making over time and across jurisdictions, particularly with respect to the rights of minorities;

f) to strengthen local democracy by providing organizational capacity and information resources to support municipal decision-making;

g) to ensure regionally and provincially significant resources are wisely used and protected where necessary, including the use of the land base, soils and minerals, flora and fauna, water and air; and

h) to ensure the most economical, effective and safe use of local and provincial infrastructure and services through planned growth.

2.1.7 Sustainable Development & Enhanced Public Input

Sustainable development must be promoted. An improved overall land use planning process that balances social, environmental and economic considerations should take place to ensure that the land base, other resources and the environment are protected for future generations.

2.1.8 Timely Planning Decisions

The planning process at all levels should be efficient and expeditious to avoid undue costs and delays that lead to the loss of benefits for local communities, the region and the Province. Provincial government concerns and directions should be expressed as early in the planning process as possible.

2.1.9 Province to Encourage Co-operation

The provincial government should consider new incentives and remove any existing disincentives, to promote voluntary inter-municipal collaboration and co-operation within the Capital Region.

DID YOU KNOW?

- The average assessed value of a house in the Capital Region ranges from $60,000 in the City of Selkirk to $130,000 in the RM of East St. Paul, with the overall average being a little under $85,000.
- Winnipeg's revenues, as a percentage of the Capital Region total, have decreased by about 3% in the last 10 years.
- The average price of a new house in Winnipeg is about $175,000.
- Less than 8% of the residents in the Capital Region live in rural areas outside of the urban centres. This means that 92% of the Capital Region population lives in cities, towns, villages and hamlets, such as: Winnipeg, Selkirk, Stonewall, Oakbank, Lorette, Oak Bluff, St. Adolphe, Anola, Dugald, Ste. Agathe, Bird's Hill, Sanford, La Salle, Elie, Stony Mountain, E. Selkirk, Lockport, Ile des Chenes, Landmark, Dufresne & others.

DID YOU KNOW?

- About 3,500 rural residential lots have been created in Capital Region Rural Municipalities in the last 20 years.
- The City of Winnipeg now averages about 850 single-family housing starts a year compared with a total of about 550 in the other 15 Capital Region municipalities.
- Between 1985 and 2000, there were about 32,500 housing starts in the Capital Region. About 8,800 (27%) of these occurred in municipalities outside of Winnipeg compared with about 23,700 (73%) in Winnipeg.
- Although Winnipeg's overall average number of housing starts in the Capital Region over the last 15 years is 73%, its share has been steadily declining: from 83% in 1985 to 65% in 2000.

2.1.1 Municipal Role in Planning

Municipalities should continue to have primary responsibility for day-to-day land use planning and decision-making for their local communities, within provincially approved parameters and the regional context.

2.1.2 No New Level of Government

A positive economic climate in the Capital Region can be achieved without the creation of another level of government. The problems in the Capital Region are not of such a magnitude as to require major restructuring of governments or the establishment of major new institutions to deal with them - and there appears to be little support for such action among most local governments or the provincial government.

2.1.3 Regional Planning is a Provincial Role

Municipal councils are elected to represent their local communities; it is not their direct responsibility, nor are they expected to address concerns outside their jurisdictions. Therefore, in the absence of a regional authority, the government of Manitoba is the only level of government that has a clear mandate to address regional issues. Given that the Capital Region represents over 60% of the Province's population and economy, it is appropriate that the provincial government, representing all Manitobans, pay continuing attention to development in the region and provide leadership to enable the region to realize opportunities and to deal effectively with its challenges.

2.1.4 Regional Planning Based On Clear Principles and Law

Any necessary policy direction and control of the development processes in the Capital Region should be based upon broad public interests that are clearly expressed in provincial law, land use policies and regulations. This legal framework must be flexible enough to accommodate the diversity among the municipalities in the Capital Region. Provincial policies and actions should be based upon clearly stated principles and criteria, and they should be open and consistent.

2.1.5 Public Consultation and Co-operation

Within the context of law, planning processes in the Capital Region should be open, accessible, participatory, inclusive, responsive and collaborative. In particular, thorough public consultation should be fundamental in any planning exercise. Consultation with stakeholders and appropriate Aboriginal communities is also to be encouraged.

2.1.6 Provincial Role in Planning

The role of the provincial government in planning and development processes should include the following:

a) to provide policy leadership and support to enable the region to realize opportunities for sustainable economic growth and healthy communities;

b) to ensure better integration and coordination of municipal land use planning decisions with related activities such as water management, transportation, environmental protection, public health and safety, etc.;

c) to deal with 'spillover' effects where municipal land use decisions have impacts that affect neighbouring municipalities, the region or the Province as a whole;

d) to help resolve inter-municipal disputes where these pose a barrier to development or an effective policy response to problems arising from growth and change;

e) to ensure some measure of consistency, predictability and fairness in municipal decision-making over time and across jurisdictions, particularly with respect to the rights of minorities;

f) to strengthen local democracy by providing organizational capacity and information resources to support municipal decision-making;

g) to ensure regionally and provincially significant resources are wisely used and protected where necessary, including the use of the land base, soils and minerals, flora and fauna, water and air; and

h) to ensure the most economical, effective and safe use of local and provincial infrastructure and services through planned growth.

2.1.7 Sustainable Development & Enhanced Public Input

Sustainable development must be promoted. An improved overall land use planning process that balances social, environmental and economic considerations should take place to ensure that the land base, other resources and the environment are protected for future generations.

2.1.8 Timely Planning Decisions

The planning process at all levels should be efficient and expeditious to avoid undue costs and delays that lead to the loss of benefits for local communities, the region and the Province. Provincial government concerns and directions should be expressed as early in the planning process as possible.

2.1.9 Province to Encourage Co-operation

The provincial government should consider new incentives and remove any existing disincentives, to promote voluntary inter-municipal collaboration and co-operation within the Capital Region.

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2.1.10 Information Sharing, Dialogue & Shared Vision

The provincial government should provide policy leadership by creating forums and opportunities for sharing information and conducting meaningful dialogue. It should undertake the systematic collection of common data. The provincial government should also promote the emergence of a shared vision for the Capital Region that can provide a sense of unity and direction for all stakeholders, including citizens, governments, business, and voluntary and non-government organizations.

GENERAL GUIDING PRINCIPLES FOR THE CAPITAL REGION

WHAT DO YOU THINK? WOULD THE TEN ABOVE-NOTED PRINCIPLES ADEQUATELY GUIDE POLICY IN THE REGION? ARE THEY TOO GENERAL? ARE THERE ANY FUNDAMENTAL PRINCIPLES MISSING?

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DID YOU KNOW?

There are existing examples of inter-municipal co-operation in the Capital Region, including (but not limited to):

- An agreement between the RM of Macdonald and the City of Winnipeg to use the Brady Landfill.
- There are three Planning Districts in the Capital Region involving 10 of the Region's 16 municipalities.
- The RMs of Rockwood and Rosser and the Towns of Teulon and Stonewall share a regional library.
- The Town of Stonewall and the RM of Rockwood have a fire service agreement and an agreement for their sewage lagoon.

2.2 PROMOTING INTERGOVERNMENTAL COOPERATION

The RPAC has heard from a number of rural municipalities that one of their primary regional concerns is their relationship with the City of Winnipeg. The City, on the other hand, expressed concerns related to development issues on its fringe. Missed opportunities for sharing of services as well as poor communications among neighbouring municipalities were cited as examples.

There are at least four main types of intergovernmental interaction that take place within the Capital Region between:

a) two or more municipalities outside the City of Winnipeg;

b) the City of Winnipeg and one or more municipalities in the Capital Region;

c) the municipal governments in the region and the provincial government often through the department of Intergovernmental Affairs but also involving other government departments and agencies; and

d) the City of Winnipeg and the provincial government based on Winnipeg's dominant presence in the region and its operation under *The City of Winnipeg Act*, a separate provincial statute from that of other municipal governments.

The frequency, scope, content and importance of these four areas of intergovernmental interaction vary significantly.

In all four areas, there are numerous examples of successful consultation and collaboration on a voluntary functional basis. There are also examples of disputes and a lack of co-operation where governments fail to work together constructively in ways that would benefit their citizens and the region.

These patterns of interaction reflect the reality of interdependence among governments within the Capital Region. Governments are free to act within their own jurisdictions, but their actions (or inactions) can have impacts on others.

One of the aims of the planning process for the region should be to provide a framework for development that will reflect both the independence and interdependence of governments. It must seek to limit conflict, and resolve disagreements in the most constructive manner possible.

A strong working relationship between the City of Winnipeg and its neighbours is important. Capital Region municipalities should act in unison to attract business opportunities from outside the Province and should not compete excessively or inappropriately for economic advantages. Leadership by the provincial government could help to improve inter-governmental relationships in order to further foster a sense of 'region' and to better ensure that development anywhere in the region benefits all in the region.

RPAC IS CONSIDERING PROPOSING THAT THE FOLLOWING GENERAL POLICY DIRECTIONS BE USED BY THE PROVINCE IN THE FORMULATION OF ITS POLICY PLAN FOR THE CAPITAL REGION:

2.2.1 TALKING TO EACH OTHER

a) Communications among Capital Region municipalities should be strengthened. In particular, better mechanisms for improving communications between the City of Winnipeg and adjacent municipalities should be found both at the political and administrative levels.

b) Improvements should be made to communications structures. RPAC is giving some consideration to recommending that a small Capital Region Secretariat (of perhaps two to four people) should be established with the financial support of the provincial government. It would work closely with the municipalities of the Capital Region and would assist in research and coordinating responses and solutions to cross-jurisdictional issues in the region.

c) The provincial government should support a research and information database, possibly including a GIS for the Capital Region. The Capital Region Web Site is a good start and could be enhanced.

d) The provincial government could lead in determining the Capital Region's 'vital signs' by benchmarking key indicators so that it can be determined whether the economic, social and physical health of the region is improving over time.

DID YOU KNOW?

There are already several Manitoba municipalities that have entered into inter-municipal tax-sharing agreements:

- **The five 'Pelly Trail' municipalities: RMs of Russell, Silver Creek and Shellmouth-Boulton, the Town of Russell and the Village of Binscarth,**
- **The RM of Portage la Prairie and the City of Portage la Prairie,**
- **RM of Hanover and the Town of Niverville, and**
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- The character of the Capital Region is immensely enhanced by its two major waterways the Red and Assiniboine Rivers.
- As well, part of the shoreline of the south basin of Lake Winnipeg, including the area around Grand Beach, is within the Capital Region.
- There are also a number of other significant waterways in the Capital Region, including: parts of the Seine, La Salle, Brokenhead, Morris, Rat and Marsh Rivers; and Sturgeon, Cooks, Netley, Wavey, Omand's, Devil's and Joubert Creeks.
- The Capital Region also includes at least two significant wetlands: Oak Hammock Marsh and the Netley Marsh area, as well as several lakes in the northern part of the region.

2.2.2 SHARING OF SERVICES

a) In order to reduce costs and increase efficiencies, sharing of services among municipalities should be encouraged where it is practical and financially advantageous. Services which should be considered for sharing across municipal boundaries are: fire, police and other emergency services, recreational facilities, sewer and water, waste management, road maintenance, and others.

b) In order to promote service partnerships, the provincial government should consider providing technical, professional, organizational and financial incentives.

c) Municipalities using the services of another municipality would be expected to pay a reasonable amount to adequately cover the costs of the service.

d) The inter-municipal sharing of services should not lead to an increase in urban sprawl or the premature extension of piped services.

2.2.3 IDENTIFYING AND SEIZING ECONOMIC OPPORTUNITIES

a) Where practical and reasonable, Capital Region municipalities could adopt similar development 'rules' and policies, not only to make processes less confusing for the public and developers, but to reduce inter-municipal bidding competitions for businesses.

b) Currently the City of Winnipeg has different governing legislation than the other municipalities in Manitoba. A review of provincial statutes and related regulations could promote the harmonization and consistency of the provincial approach to planning within the Capital Region, while still recognizing the diversity among municipalities.

c) Governments, businesses and organizations in the Capital Region should be encouraged to think and act in a regional manner.

d) Capital Region municipalities should investigate the feasibility of presenting a unified regional approach to economic development and tourism, so that the region can promote itself in a cohesive fashion as a place to locate or visit.

e) The provincial government should consider assisting in coordinating this regional economic development initiative.

2.2.4 INTER-MUNICIPAL TAX-SHARING

a) Some form of inter-municipal tax-sharing may be appropriate for the Capital Region. The provincial government should continue to investigate inter-municipal tax-sharing models.

b) If an appropriate tax-sharing model is developed, it could be considered for adoption by municipalities in the Capital Region. Any such model should take into account the costs and benefits to all municipalities and the region as a whole.

PROMOTING INTERGOVERNMENTAL COOPERATION

WHAT DO YOU THINK? WOULD THE ABOVE-NOTED POLICY DIRECTIONS ADEQUATELY ADDRESS THE ISSUES? ARE THERE OTHER RELATED POLICY DIRECTIONS THAT COULD BE ADDED? DO YOU KNOW OF OTHER APPROPRIATE REGIONAL CO-OPERATION MODELS THAT HAVE WORKED WELL? CAN YOU SUGGEST OTHER ECONOMIC OPPORTUNITIES? WHAT IS YOUR VIEW ON TAX-SHARING?

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2.3 WATER

Wise use of water resources is critical. This was highlighted in the last couple of years by the tragic events in Walkerton, Ontario and North Battleford, Saskatchewan. But drinking water quality issues also affect communities and individual residences in Manitoba. In fact, there are several areas in Manitoba's Capital Region which are, or have recently been, on 'boil water orders, which means their drinking water has deteriorated to the point of posing a health risk.

The recent report of the *Drinking Water Advisory Committee* implied that maintaining water quality should be a principal consideration in any discussions of land use planning. There are also concerns about the continued reliance on private wells and septic fields in the region.

Flooding is a common and naturally occurring phenomenon in a large part of the Capital Region. It should be remembered that the Red River Valley was once a large array of marshes, sloughs and shallow waterways, often obscured by tall waving grass. Settlers and governments set out to drain the land to improve its productivity for crops. But a number of significant floods over the years serve to continuously remind us that we still live in a major flood plain.

All three levels of government have spent enormous amounts of time, money and resources on flood protection works and flood compensation over the years. Regional land use policies adopted by the provincial government should address flood protection through appropriate development restrictions in order to minimize human safety risks and property damage. In addition, surface drainage, bank erosion and public access to waterways are also major issues requiring attention in the regional policy plan.

In general, the waterways of the Capital Region provide water for drinking, recreation, commerce and industry, agriculture, habitat for wildlife, aquatic animals and plant life, commercial and recreational fishing, among other things. These waterways and wetlands are of significant importance to the residents of the Capital Region and beyond.

DID YOU KNOW?

- There are already a number of cases of well contamination and numerous cases of septic field failures in the Capital Region. The clay soils of the Red River Valley are not particularly suitable for traditional septic fields.
- There are about 350 public wells, 1,500 'semi-public' wells and about 50,000 private wells in Manitoba. It is estimated that there are almost 24,000 wells in the Capital Region.
- Much of the aquifer west of the Red River and south of the Assiniboine contains salt water. The boundary between the salt water and fresh water has been slowly creeping eastward over the years, resulting in some wells becoming unusable for drinking water.

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DID YOU KNOW?

- 'The Forks' in Winnipeg has links to local green nodes (Stephen Juba Park, Bonnycastle Park, the Manitoba Legislature, the St. Boniface Historic area, Lyndale Drive Park, etc).
- The River Road area in the RM of St. Andrews along with the Lower Fort Garry National Historic Site were improved for tourism purposes and to raise awareness of the area's historical associations.
- Selkirk is home to Selkirk Park, the Selkirk Marine Museum and a newly enhanced waterfront area.
- Beaudry Provincial Park in the RM of Cartier, Winnipeg's Assiniboine Park and La Barriere Park in the RM of Ritchot, along with numerous other smaller municipal parks and green areas already exist.
- These existing green areas could be connected to a system of greenways, pathways and scenic drive corridors.

***RPAC* IS CONSIDERING PROPOSING THAT THE FOLLOWING GENERAL POLICY DIRECTIONS BE USED BY THE PROVINCE IN THE FORMULATION OF ITS POLICY PLAN FOR THE CAPITAL REGION:**

2.3.1 WATER QUALITY AND QUANTITY

a) Development should take place in an environmentally sound manner.

b) Land uses that may lead to the pollution of groundwater should not be permitted.

c) Development should not lead to the depletion of the groundwater resource. Nor should uses which draw from surface waterways overtax those resources.

d) The provincial government should take appropriate measures to ensure that the fresh/salt groundwater boundary is stabilized.

e) The provincial government should strengthen its septic field and well regulations and inspection so as to better protect water from pollution.

f) The provincial government should ensure that an adequate in-stream flow in the Assiniboine River is maintained.

g) The provincial government should diligently enforce laws and regulations intended to protect water quality and quantity.

2.3.2 SURFACE DRAINAGE

a) New development should not have a negative impact on existing surface water drainage systems.

b) Land uses that may lead to surface water pollution should not be permitted.

c) Overland flooding can be a problem in some areas of the Capital Region. While governments can often assist in rectifying this problem by improving drainage, care should be taken so as not to unnecessarily increase downstream flooding or to unnecessarily harm natural flora and fauna or harm useful biological processes.

d) The practice of using existing and creating new marshes and natural low areas for assisting in drainage could be encouraged where appropriate. Marshes can be effective in helping to:
   - store surface water for possible later use;
   - recharge groundwater aquifers;
   - cleanse water by reducing sediments, absorbing nutrients (nitrogen and phosphorous), and absorbing pesticides, coliforms and other pathogens;
   - provide habitat for wildlife and aquatic species; and
   - reduce flooding and erosion.

e) The RPAC heard from numerous municipalities about the poor condition of provincial drains in the region and the lengthy time it takes to obtain a license to work on local drains. The provincial government should attempt to rectify these problems.

2.3.3 SHORELANDS

a) Development or activities that would accelerate shoreland erosion or contribute to bank instability along creeks, rivers and lakes should not be permitted.

b) Development should generally not occur on lands subject to bank instability or shoreland erosion.

c) Natural tree and vegetative cover should be maintained along shorelines to assist in reducing erosion and maintaining bank stability. Planting of native species and other compatible vegetation which will assist in reducing erosion and maintaining bank stability should be encouraged.

d) Public access to shorelands of major water bodies should be maintained and enhanced.

e) The flat landscape of the prairie is relieved by the vegetation corridors following its waterways. The provincial government could lead an initiative to co-ordinate the establishment of a linked system of parks, green spaces, scenic drives, pathways, etc., along the Red and Assiniboine Rivers and other water ways in the region. This series of linked greenways would not only enhance wildlife, but would also provide better recreational opportunities for residents and visitors, provide increased business and employment opportunities and provide additional flood and erosion protection. This could be an enhancement of the existing 'Red River Greenway Partnership Initiative'.

f) The establishment and maintenance of riparian buffers should be encouraged. Riparian buffers are the vegetation zones (mostly trees and bush) along waterways and wetlands. These are beneficial because in many ways they perform the same function as marshes do in cleansing water, reducing flooding and erosion, reducing silt, providing habitat and ecological corridors, etc. (see list in Section 2.3.2 d).

2.3.4 FLOODING

There are several types and levels of flooding that can occur in the Capital Region. The focus here is mainly on river flooding in contrast to overland flooding arising from drainage problems (see Section 2.3.2 c).

a) Land subject to serious flooding and which is not flood protected, should be left in its natural state or developed only for low intensity uses such as crop production, grazing, forestry, wildlife habitat or used for open space recreational purposes.

b) Some lands subject to less serious flooding may be developed if mitigative flood protection measures are provided.

c) All structures constructed in flood areas should be designed and constructed to be functional under flood conditions.

DID YOU KNOW?

- A recent survey indicated that most people moved to rural areas because of lifestyle choice, not because taxes are lower. In many cases, despite the lower taxes in rural areas, other costs (commuting, insurance, etc.) can lead to the costs being higher to live outside than inside Winnipeg.

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b) Land uses that may lead to the pollution of groundwater should not be permitted.

c) Development should not lead to the depletion of the groundwater resource. Nor should uses which draw from surface waterways overtax those resources.

d) The provincial government should take appropriate measures to ensure that the fresh/salt groundwater boundary is stabilized.

e) The provincial government should strengthen its septic field and well regulations and inspection so as to better protect water from pollution.

f) The provincial government should ensure that an adequate in-stream flow in the Assiniboine River is maintained.

g) The provincial government should diligently enforce laws and regulations intended to protect water quality and quantity.

2.3.2 SURFACE DRAINAGE

a) New development should not have a negative impact on existing surface water drainage systems.

b) Land uses that may lead to surface water pollution should not be permitted.

c) Overland flooding can be a problem in some areas of the Capital Region. While governments can often assist in rectifying this problem by improving drainage, care should be taken so as not to unnecessarily increase downstream flooding or to unnecessarily harm natural flora and fauna or harm useful biological processes.

d) The practice of using existing and creating new marshes and natural low areas for assisting in drainage could be encouraged where appropriate. Marshes can be effective in helping to:
   - store surface water for possible later use;
   - recharge groundwater aquifers;
   - cleanse water by reducing sediments, absorbing nutrients (nitrogen and phosphorous), and absorbing pesticides, coliforms and other pathogens;
   - provide habitat for wildlife and aquatic species; and
   - reduce flooding and erosion.

e) The RPAC heard from numerous municipalities about the poor condition of provincial drains in the region and the lengthy time it takes to obtain a license to work on local drains. The provincial government should attempt to rectify these problems.

2.3.3 SHORELANDS

a) Development or activities that would accelerate shoreland erosion or contribute to bank instability along creeks, rivers and lakes should not be permitted.

b) Development should generally not occur on lands subject to bank instability or shoreland erosion.

c) Natural tree and vegetative cover should be maintained along shorelines to assist in reducing erosion and maintaining bank stability. Planting of native species and other compatible vegetation which will assist in reducing erosion and maintaining bank stability should be encouraged.

d) Public access to shorelands of major water bodies should be maintained and enhanced.

e) The flat landscape of the prairie is relieved by the vegetation corridors following its waterways. The provincial government could lead an initiative to co-ordinate the establishment of a linked system of parks, green spaces, scenic drives, pathways, etc., along the Red and Assiniboine Rivers and other water ways in the region. This series of linked greenways would not only enhance wildlife, but would also provide better recreational opportunities for residents and visitors, provide increased business and employment opportunities and provide additional flood and erosion protection. This could be an enhancement of the existing 'Red River Greenway Partnership Initiative'.

f) The establishment and maintenance of riparian buffers should be encouraged. Riparian buffers are the vegetation zones (mostly trees and bush) along waterways and wetlands. These are beneficial because in many ways they perform the same function as marshes do in cleansing water, reducing flooding and erosion, reducing silt, providing habitat and ecological corridors, etc. (see list in Section 2.3.2 d).

2.3.4 FLOODING

There are several types and levels of flooding that can occur in the Capital Region. The focus here is mainly on river flooding in contrast to overland flooding arising from drainage problems (see Section 2.3.2 c).

a) Land subject to serious flooding and which is not flood protected, should be left in its natural state or developed only for low intensity uses such as crop production, grazing, forestry, wildlife habitat or used for open space recreational purposes.

b) Some lands subject to less serious flooding may be developed if mitigative flood protection measures are provided.

c) All structures constructed in flood areas should be designed and constructed to be functional under flood conditions.

DID YOU KNOW?

- **A recent survey indicated that most people moved to rural areas because of lifestyle choice, not because taxes are lower. In many cases, despite the lower taxes in rural areas, other costs (commuting, insurance, etc.) can lead to the costs being higher to live outside than inside Winnipeg.**

WATER:

WHAT DO YOU THINK? WOULD THE ABOVE NOTED POLICY DIRECTIONS ADEQUATELY ADDRESS THE ISSUES? ARE THERE OTHER RELATED POLICY DIRECTIONS THAT COULD BE ADDED?

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DID YOU KNOW?

- All municipalities in the Capital Region have provincially-approved development plans in place. They also all have zoning in place. In fact, some of the Capital Region municipalities outside of Winnipeg have had some type of formal planning in place since the 1950s.
- Of the 17 largest metropolitan regions in Canada, Winnipeg's had the lowest growth over the last five years. The total population increase in Manitoba's Capital Region of 5,450 (0.7% total growth) is low compared to most other major urban regions in the country.
- The rate of population growth in Capital Region municipalities outside of Winnipeg has declined from 10.4% in 1991, to 7.6 % in 1996, to 5% in 2001.

2.4 WHERE WE LIVE

The City of Winnipeg is the core of the Capital Region. Winnipeg contains over 60% of Manitoba's population and about 87% of the Capital Region's population. Winnipeg has experienced slow growth over the last decade or more, while a number of other municipalities in the Capital Region have experienced faster growth and tax base increases.

For Winnipeg, the issue of slow growth has been compounded by the need to maintain old infrastructure and by the decline of some housing stock, particularly in the inner city. A similar situation exists for the City of Selkirk. It would be unfair however, to assume that development outside of Winnipeg's limits has been the principal cause of the City's slow growth.

The issue of Winnipeg's inner city decline is complex and controversial. Most cities in North America have suffered similarly to greater or lesser degree. The current evidence and understanding of the regional growth process suggests that the decline has been accelerated more by residential and commercial development within the city's own boundaries than anything that has occurred in the surrounding Capital Region municipalities.

This is not to suggest that development outside of the City has no impact on Winnipeg. One of the concerns that has been raised is that many of the 500 or so houses that are built outside the City in the Capital Region every year are 'high end' homes. That is, most of these new homes are above average in price. This has therefore been viewed by some as a significant loss in potential tax revenue to the City.

Many types of development outside of Winnipeg can be both desirable and non-controversial. However, the type and location of development activity is crucial. Improved planning processes and decision-making by governments are needed to encourage more efficient use of the region's existing land, resources and infrastructure.

Some of the issues associated with development in the Capital Region have occurred because planning authorities (municipalities, planning districts and the provincial government) have not always considered development in the larger regional context. Many issues are inter-municipal in nature (aquifer protection, transportation, drainage, environment, resources, etc.), and often development in one municipality impacts on another. With this in mind, it is the RPAC's view that it makes the most sense to review land development with a regional perspective in mind. A combination of provincial government leadership and local co-operation is needed to effectively address this broad range of issues.

Municipalities are facing increasing challenges in funding infrastructure renewal, highlighting the urgent need to make enhanced land use decisions which will minimize extending the servicing base. Urban centres in particular have pointed to the growing infrastructure deficit and the need for more strategic action on the part of all governments to address this issue.

Rural municipalities (other than their existing urban centres) are by their definition intended to be 'rural' in character. Rural municipalities should primarily be focused on resource development (in the Capital Region this is primarily agriculture) and/or generally maintaining a natural, open, rural environment. Within reason, rural municipalities, planning districts and the provincial government should endeavour to maintain this rural character. Urban centres, on the other hand, are primarily intended to maintain a compact, highly serviced urban form, including high to medium density residential development, commercial, industrial and recreational development. Can either an urban centre or a rural area be 'all things to all people'? Probably not. Therefore, there are certain types of uses that may be best located in a rural setting and others best located in an urban setting.

The City of Winnipeg should remain the dominant community in the Capital Region to ensure a healthy, attractive, vibrant region, and provide opportunities for the other municipalities to share the region's population and economic growth.

DID YOU KNOW?

- It is estimated that less than 1600 people (total) move into new houses in all 15 Capital Region municipalities outside of Winnipeg each year. Since it is also thought that about 10-15% of rural housing starts are generated by existing local residents, and it is known that a number of people also move back into the City every year, it is estimated the net loss of City residents to rural areas in the Capital Region is probably only a few hundred people a year.
- The 15 Capital Region municipalities outside of Winnipeg grew by a total of 4,384 people in the five years from 1996 to 2001. This is a total average growth of about 880 people per year, or about 58 people per year per municipality.

RPAC IS CONSIDERING PROPOSING THAT THE FOLLOWING GENERAL POLICY DIRECTIONS BE USED BY THE PROVINCE IN THE FORMULATION OF ITS POLICY PLAN FOR THE CAPITAL REGION:

2.4.1. OVERALL DEVELOPMENT IN THE REGION

a) Due to its economic and social importance, Manitoba's capital city, Winnipeg, should be recognized as the primary core and the dominant municipality in the Region. To this end, the significant proportion of urban residential, institutional, commercial, industrial and intensive recreational development which occurs in the Capital Region should continue to be located in the City of Winnipeg.

b) Regionally significant infrastructure and land uses should be protected from incompatible uses. Such regionally significant infrastructure and land uses would include:

   i) major transportation corridors and facilities including provincial highways, airports, railroads, etc.;

WATER:

WHAT DO YOU THINK? WOULD THE ABOVE NOTED POLICY DIRECTIONS ADEQUATELY ADDRESS THE ISSUES? ARE THERE OTHER RELATED POLICY DIRECTIONS THAT COULD BE ADDED?

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A CAPITAL REGION REALITY CHECK

Myth: 'Urban sprawl' in the rural areas of the Capital Region is not a problem because, compared to some other cities, it is only a relatively small amount of growth.

Reality: Because Winnipeg is a slow-growth city, peripheral development can actually be more of an issue than in cities that are growing rapidly.

A CAPITAL REGION REALITY CHECK

Myth: We can go on living in perpetuity in the Capital Region with 16 (or more) municipalities making isolated individual decisions for the benefit of their own jurisdictions, on the environment, land and resource use without taking into account the regional or larger picture.

Reality: Almost all municipalities in the Region, many of its citizens, and the provincial government all believe some form of regional co-ordination, co-operation and action is necessary to ensure long term sustainability.

ii) major utility facilities and public works including sewage lagoons, waste disposal grounds, flood protection works, major pipelines, Hydro transmission corridors, etc.;

iii) major industrial operations or sites which might pose a hazard or nuisance;

iv) natural hazard areas and other areas that present significant limitations to development such as flood prone areas, groundwater pollution hazard areas, shorelands subject to erosion, etc.;

v) provincial and federal parks identified heritage sites and identified natural and special places;

vi) significant waterways and wetlands;

vii) areas of threatened, endangered or economically valuable flora or fauna;

viii) prime agricultural land until such land is necessarily required for development, and then the use of such land should be minimized;

ix) existing intensive livestock operations; and

x) areas containing economically valuable mineral deposits.

c) All developments should be planned to occur in an orderly and efficient manner and should take into account the short and long-range cost of providing public services and infrastructure. To this end, development should normally follow infrastructure, not the other way around.

d) Availability of development sites should bear a reasonable relationship to the market demand. Municipal and regional supply and demand should be considered.

e) Developers of commercial and residential sites should be required to pay for all of the costs directly associated with the development. The public should not have to cover any service or infrastructure costs associated with such development. Exceptions to developers covering all costs might be in cases where incentives for infill or upgrading in older neighbourhoods is thought necessary.

f) Transportation planning and development in the Capital Region should take place in a more coordinated fashion, and in particular, there should be much better coordination between the City of Winnipeg and Manitoba Transportation.

g) Municipal, planning district and provincial government planning authorities should emphasize pedestrian and bicycle access in their planning.

h) Municipal, planning district and provincial government authorities should encourage, where practical, the retention and rehabilitation of heritage and older building stock. New incentive programs, tax incentives, mixed use zoning, the removal of disincentives, and other measures could be taken to encourage the rehabilitation of older neighbourhoods and buildings.

i) Better consultation, co-operation and co-ordination between Aboriginal communities and the municipal, planning district and provincial government authorities should occur.

j) Municipal, planning district and provincial government authorities should encourage designs in planning which are energy efficient and those which can assist in lessening the potential negative impacts on climate change.

k) When a large area is designated for residential, commercial or industrial use, the adoption of more detailed secondary or sector plans could be encouraged.

l) New development and construction should take into account accessibility and universal design principles (for the disabled).

2.4.2 DEVELOPMENT IN RURAL AREAS

a) Most new residential, commercial, industrial, institutional and recreational growth (see list under Section 2.4.3 a) should be directed to existing urban centres within the Capital Region.

b) In order to assist in keeping their rural nature, rural areas should not compete for all forms of development with the urban centres in the Capital Region. Rural areas have traditionally been and should remain primarily focused on resource-related uses. The types of uses appropriate to rural areas (in addition to those exceptions listed in Section 2.4.3 a. v), should be limited to the following:

   i) resource-related uses - in the Capital Region this would primarily be farming and some aggregate extraction;

   ii) natural and open areas and parks;

   iii) large lot or rural residential uses when appropriately planned and when in accordance with the other related policy directions;

   iv) appropriately planned cottage areas;

   v) appropriately planned recreational uses requiring large spaces; and

   vi) public infrastructure, works, utilities and transportation corridors and facilities.

c) Large lot or rural residential development should be recognized as a legitimate form of development. Such developments should be intended to cater to a 'rural lifestyle' and as such, lots within them should not be so small as to lose their rural characteristics or to compete with urban-sized lots in urban centres. They should also, by their quantity, proximity to each other, or size, not lead to the evolution of new urban centres in the Capital Region.

d) In order to avoid the evolution of new urban centres, commercial/retail services, institutional services or major indoor recreational facilities should generally not be located in, or be a part of, large lot or rural residential developments. Residents of such rural residential developments should obtain such services from nearby urban centres.

DID YOU KNOW?

- Winnipeg has about 87% of the Capital Region's population, but only 6.2% of its area.
- The population of the Capital Region municipalities outside of Winnipeg is about 91,900.
- Manitoba's Capital Region contains about 64% of Manitoba's total population.
- Population density in the Capital Region ranges from 1,333/km in Winnipeg to 3.2/km in the RM of Rosser.
- The RM of Springfield has the largest population of Capital Region municipalities outside of Winnipeg at about 12,600 (in fact, Springfield is the most populous RM in Manitoba), the RM of St. Andrews is second at 10,700 and the City of Selkirk is third at about 9,750.
- The RM of St. Francois Xavier has the lowest population of all Capital Region municipalities at 1,025, Rosser is 2nd lowest at 1,410.

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- The RM of St. Francois Xavier has the lowest population of all Capital Region municipalities at 1,025, Rosser is 2nd lowest at 1,410.

DID YOU KNOW?

- Of the Capital Region municipalities outside of Winnipeg, The RM of East St. Paul averages the highest annual number of housing starts at about 84 per year.
- Springfield, St. Andrews and St. Clements are second, third and fourth respectively, averaging between 65 and 70 housing starts per year each.
- The lowest are the RMs of Rosser and St. Francois Xavier, averaging less than five housing starts per year each.

e) Large lot or rural residential development should complement nearby urban centres. Such development should generally not occur within the fringe of an urban centre so that an urban centre's orderly growth is not impeded.

f) So as not to be wasteful of the land resource nor lead to premature servicing costs, the potential number of rural residential lots available should bear a reasonable relationship to demand. The provincial government should consider the municipal and regional supply and demand for large lots in the Capital Region as a whole.

g) Large lot residential developments not intended for piped, common sewer service should be planned so that each lot is large enough to accommodate an environmentally-safe, individual, on-site sewage disposal system. At the same time, such developments should not be wasteful of the land resource.

h) Large lot residential developments proposing any additional accesses (driveways) on to a provincial highway should be prohibited.

i) New developments should not impede the primary function of highways to move traffic safely and efficiently.

j) Major intensive livestock operations (ILOs) should be prohibited from locating close to:
   i) the boundary of an urban centre; or
   ii) any area designated for residential development.

   Any existing major ILO that is located close to an urban centre or a residential area should be prohibited from expanding. At the same time, existing major ILOs, which are not close to such areas, should be protected from encroachment by residential development or other incompatible uses, unless suitable mitigative measures are first taken.

k) Development should be directed away from prime agricultural lands to lower class lands where reasonable. Where small-scale subdivisions are permitted, they should be in existing treed areas or should be infill or remnant parcel situations.

2.4.3 URBAN DEVELOPMENT

a) Most new residential, commercial, industrial, institutional and recreational growth should be directed to existing urban centres within the Capital Region. Therefore, the following urban-like uses should be directed to urban centres:

   i) small lot (urban-sized) residential development;

   ii) schools, hospitals and other institutional developments;

   iii) indoor recreational facilities;

   iv) office buildings; and

   v) commercial and industrial developments, except for those that:
      - are intended primarily to serve the travelling public,
      - are intended primarily to serve the farm community, and
      - may cause significant nuisances or hazards in urban settings.

b) The provincial government could 'designate' the urban centres in the Capital Region. Most growth in the region could be directed to these designated urban centres.

c) Future growth within urban centres could be clearly delineated in development plans with clear limits to urban expansion so as to assist in reducing sprawl.

d) Due to the enormous public investment in the infrastructure of existing urban centres, new urban centres should be discouraged from forming or evolving in the Capital Region.

e) Developments that would significantly detract from or weaken downtowns should be discouraged due to the significant public infrastructure investment already in place, as well as the social and historical significance of these downtowns.

f) In urban centres outside of Winnipeg, most commercial facilities, public offices, institutional facilities, intensive indoor recreational facilities and like uses, should be directed to the downtowns of those centres.

g) In order to help revitalize the downtowns of Winnipeg and Selkirk, residential development should be encouraged to locate in and near their downtowns. In association with this recommended policy direction, governments could be encouraged to adopt live-near-your-work, mixed use, downtown-first and liveable-communities policies.

h) As a part of live-near-your-work or liveable-communities policies, new residential developments in Winnipeg could include commercial and compatible light industrial development to encourage the development of mixed use or livable-communities neighbourhoods.

i) The City of Winnipeg has a number of significant 'mainstreet' areas in neighbourhoods with a variety of existing shops and services. These should be further encouraged to develop so as to enhance the 'mixed use' or liveable-communities concept in Winnipeg.

j) Governments should continue to implement programs with the intent of further encouraging developers to re-develop and build new residential and commercial development in Winnipeg's inner city and the older areas of Selkirk.

k) The priority for development in urban centres should take place in the following order:

   i) Rehabilitation and revitalization of existing building stock;

   ii) Infill of existing vacant lands within existing developments;

   iii) New developments within the existing piped serviced areas;

   iv) New developments in the areas most efficiently serviced; and

   v) New residential development adjacent to existing development.

DID YOU KNOW?

- There are about 1,200 'urban-sized' vacant lots in the Capital Region outside of Winnipeg. 'Urban-sized' generally means lots under 15,000 sq. ft. (or less than 1/3 of an acre). Most of these are located in the urban centres of the Capital Region (outside of Winnipeg).
- There are about 4,300 vacant rural lots in the Capital Region outside of Winnipeg. This includes parcels ranging from about 1/3 of acre to ten acres in size. About 56% of these vacant rural parcels are in the four RMs: St. Clements, St. Andrews, Springfield and East St. Paul.
- From 1995 - 2000, about 1,400 residential lots were created in the Capital Region outside of Winnipeg. About 900 (64%) of these were urban residential lots (this means they were located in towns, villages and hamlets), and about 500 (36%) were rural residential lots.

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   ii) any area designated for residential development.

   Any existing major ILO that is located close to an urban centre or a residential area should be prohibited from expanding. At the same time, existing major ILOs, which are not close to such areas, should be protected from encroachment by residential development or other incompatible uses, unless suitable mitigative measures are first taken.

k) Development should be directed away from prime agricultural lands to lower class lands where reasonable. Where small-scale subdivisions are permitted, they should be in existing treed areas or should be infill or remnant parcel situations.

2.4.3 URBAN DEVELOPMENT

a) Most new residential, commercial, industrial, institutional and recreational growth should be directed to existing urban centres within the Capital Region. Therefore, the following urban-like uses should be directed to urban centres:

   i) small lot (urban-sized) residential development;

   ii) schools, hospitals and other institutional developments;

   iii) indoor recreational facilities;

   iv) office buildings; and

   v) commercial and industrial developments, except for those that:
      - are intended primarily to serve the travelling public,
      - are intended primarily to serve the farm community, and
      - may cause significant nuisances or hazards in urban settings.

b) The provincial government could 'designate' the urban centres in the Capital Region. Most growth in the region could be directed to these designated urban centres.

c) Future growth within urban centres could be clearly delineated in development plans with clear limits to urban expansion so as to assist in reducing sprawl.

d) Due to the enormous public investment in the infrastructure of existing urban centres, new urban centres should be discouraged from forming or evolving in the Capital Region.

e) Developments that would significantly detract from or weaken downtowns should be discouraged due to the significant public infrastructure investment already in place, as well as the social and historical significance of these downtowns.

f) In urban centres outside of Winnipeg, most commercial facilities, public offices, institutional facilities, intensive indoor recreational facilities and like uses, should be directed to the downtowns of those centres.

g) In order to help revitalize the downtowns of Winnipeg and Selkirk, residential development should be encouraged to locate in and near their downtowns. In association with this recommended policy direction, governments could be encouraged to adopt live-near-your-work, mixed use, downtown-first and liveable-communities policies.

h) As a part of live-near-your-work or liveable-communities policies, new residential developments in Winnipeg could include commercial and compatible light industrial development to encourage the development of mixed use or livable-communities neighbourhoods.

i) The City of Winnipeg has a number of significant 'mainstreet' areas in neighbourhoods with a variety of existing shops and services. These should be further encouraged to develop so as to enhance the 'mixed use' or liveable-communities concept in Winnipeg.

j) Governments should continue to implement programs with the intent of further encouraging developers to re-develop and build new residential and commercial development in Winnipeg's inner city and the older areas of Selkirk.

k) The priority for development in urban centres should take place in the following order:

   i) Rehabilitation and revitalization of existing building stock;

   ii) Infill of existing vacant lands within existing developments;

   iii) New developments within the existing piped serviced areas;

   iv) New developments in the areas most efficiently serviced; and

   v) New residential development adjacent to existing development.

DID YOU KNOW?

- There are about 1,200 'urban-sized' vacant lots in the Capital Region outside of Winnipeg. 'Urban-sized' generally means lots under 15,000 sq. ft. (or less than 1/3 of an acre). Most of these are located in the urban centres of the Capital Region (outside of Winnipeg).
- There are about 4,300 vacant rural lots in the Capital Region outside of Winnipeg. This includes parcels ranging from about 1/3 of acre to ten acres in size. About 56% of these vacant rural parcels are in the four RMs: St. Clements, St. Andrews, Springfield and East St. Paul.
- From 1995 - 2000, about 1,400 residential lots were created in the Capital Region outside of Winnipeg. About 900 (64%) of these were urban residential lots (this means they were located in towns, villages and hamlets), and about 500 (36%) were rural residential lots.

DID YOU KNOW?

- About $300 million, or 15% of the Province's agricultural production takes place in the Capital Region.
- The average farm size in the Capital Region is about 520 acres (210 ha), compared to an average farm size of 785 acres (317 ha) for all of Manitoba.
- About 1.18 million acres (476,865 ha) of land is farmed for commercial crops in the Capital Region. This is about 10% of the total farmland in Manitoba.
- The average land value of farmland in the Capital Region is about $916/acre ($371/ha), compared to a provincial average of $444/acre ($180/ha).

l) New growth should be compact, and should be directed to areas where expansion of piped and other public services and infrastructure are minimized. New development should be encouraged to avoid 'leap frogging' over open or undeveloped 'greenfield' areas.

m) The renewal and revitalization of the inner city of Winnipeg should be a priority. New land uses viewed by the City of Winnipeg and the provincial government, as leading to the further deterioration of the inner city should be discouraged.

n) New developments in the City of Winnipeg such as major industrial, commercial or residential development should occur in areas accessible to existing transit routes.

o) The potential number of urban residential lots should be required to bear a reasonable relationship to demand. The municipal and regional supply and demand of urban residential lots in the Capital Region as a whole could be taken into account.

p) In order to protect the public infrastructure investment of existing commercial areas, the establishment of additional major commercial areas in the City of Winnipeg and other urban centres should be discouraged.

q) Urban centres should promote compact development within their boundaries. To this end, unserviced large lot or rural residential development should not be located within the boundaries of urban centres.

WHERE WE LIVE

WHAT DO YOU THINK? WOULD THE ABOVE NOTED POLICY DIRECTIONS ADEQUATELY ADDRESS THE ISSUES? ARE THERE OTHER RELATED POLICY DIRECTIONS WHICH COULD BE ADDED? WOULD ANY OF THESE POLICIES HELP TO IMPROVE WHERE WE LIVE?

2.5 AGRICULTURE

Agriculture is a major industry in the Capital Region. Most of the Capital Region is prime agricultural land and is therefore suitable for most types of crop production. In addition, the agricultural sector is an important part of the economies of all municipalities in the Capital Region, including Winnipeg. Therefore, the conservation of agricultural land and activities is very important.

The continued fragmentation of agricultural land and conversion of land from agricultural uses poses an increasing problem for the farm community. Not only is there a loss of agricultural land, but there is the so-called 'shadow effect' of residential development. Residents demand protection from odour, noise and dust, leading to further restrictions on farmers who use the adjacent lands.

***RPAC* IS CONSIDERING PROPOSING THAT THE FOLLOWING GENERAL POLICY DIRECTIONS BE USED BY THE PROVINCE IN THE FORMULATION OF ITS POLICY PLAN FOR THE CAPITAL REGION:**

A number of related policy directions have already been stated in previous sections. The following should also be considered:

a) Agriculture should remain an important part of the Capital Region. It should be encouraged and, where reasonable, be protected from encroachment by incompatible uses.

b) New programs and policies could be developed to protect agricultural land and farm operations.

c) Residential and other forms of development should be compact, should not be in proximity to livestock operations, and should not contribute to the unnecessary or premature use of prime agricultural land.

d) When it is considered appropriate to develop on prime agricultural land, such uses should not be wasteful of land.

e) The provincial government already has in place a successful program of assessing lands being farmed at agricultural rates (despite their higher value if near urban centres or if designated for development purposes) so that taxes can remain relatively low. The provincial government could also examine the feasibility of establishing incentive programs to further assist farmers in an attempt to take the economic pressure off of them to subdivide.

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WHAT DO YOU THINK? WOULD THE ABOVE NOTED POLICY DIRECTIONS ADEQUATELY ADDRESS THE ISSUES? ARE THERE OTHER RELATED POLICY DIRECTIONS WHICH COULD BE ADDED? SHOULD WE PRESERVE AGRICULTURE IN THE CAPITAL REGION?

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DID YOU KNOW?

- There are almost 3,000 farms in the Capital Region.
- With more than 500, the RM of Springfield has the most farms of any municipality in the Capital Region. The RM of East St. Paul has the fewest with about 30 farms.
- The City of Winnipeg (with about 110 active farms) has more farms than four of the Rural Municipalities in the Capital Region: East & West St. Paul, St Francois Xavier and Headingley.
- About 65% of the Capital Region is considered Prime Agricultural lands ('Class 2 and 3') for agricultural capability. This means almost anything can be grown on these lands that the climate will allow.
- About $87.4 million in livestock was produced in the Capital Region in 2001 - about 7.6% of the Manitoba total.

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2.6 ARE THE CAPITAL REGION'S BOUNDARIES APPROPRIATE?

As currently defined, the Capital Region includes 16 municipalities (see Map C1 in Appendix C). However, the provincial government has asked the RPAC to provide advice as to whether the boundaries are appropriate.

The original Capital Region boundaries were determined in 1989, on the basis of including all municipalities which bordered on Winnipeg, plus the three municipalities north of East St. Paul and West St. Paul because it was known there was significant development activity in these areas. Stonewall and Selkirk were later added.

However, it is also known that Winnipeg's commutershed includes a number of other areas beyond the current Capital Region boundaries (see Map C2 in Appendix C). For example, the RMs of Brokenhead (which is already surrounded on three sides by the Capital Region), Ste. Anne, Hanover, De Salaberry, Morris and even La Broquerie; the Towns of Beausejour, Niverville, Ste. Anne and Teulon (which is also surrounded by the Capital Region's Rockwood); and the City of Steinbach. (Interestingly, it is estimated that the City of Steinbach has more commuters coming to it from Winnipeg, than going to Winnipeg.).

The Capital Region boundaries could approximately follow the Winnipeg commutershed.

Another consideration would be to use, as COSDI recommended, basin or watershed boundaries (see Map C2). The advantage to this is that it would be a more natural boundary rather than using 'artificial' administrative lines. However, since development planning involves significant legal issues, there could be problems if the municipal boundaries are not followed.

It may be possible to combine the watershed boundary and the commutershed boundary while adjusting for municipal boundaries.

Other boundary considerations could be to use the original Winnipeg Region Study (1971-75) boundaries (see Map C2), which included all or parts of 30 municipalities.

The RPAC will be examining this issue further prior to making a recommendation to the provincial government and welcomes your input on this matter.

CAPITAL REGION BOUNDARIES

WHAT DO YOU THINK? ARE THE CURRENT CAPITAL REGION BOUNDARIES APPROPRIATE? SHOULD THEY MORE CLOSELY FOLLOW THE KNOWN COMMUTERSHED (SEE MAP C2 IN APPENDIX C)? OR SHOULD IT INCLUDE SOME OTHER AREA?

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DID YOU KNOW?

Over the most recent five year census period (1996-2001):

- The RM of Ritchot's population dropped by about 405 people, a 7.6% decrease. This is thought to be the result of the 1997 "Flood of the Century".
- The RM of East St. Paul had a greater absolute population increase than did Winnipeg. The RM grew by 1,240, while Winnipeg grew by about 1,065 people.
- East St. Paul (+1,240), St. Clements (+600), St Andrews (+550), Springfield (+440) & Macdonald (+420), were the five fastest growing RMs in the Capital Region, accounting for 60% of the Capital Region's growth (those five grew by a total of about 3,250).
- The City of Selkirk dropped by about 130 people. The RMs of St. Francois Xavier (30), Rosser (65), Cartier (110), and Rockwood (150) grew by only a combined total of about 355 people.

3. CONCLUSION & PUBLIC PARTICIPATION

In this discussion paper the RPAC has identified a series of suggested policy directions for the provincial government on which it is seeking advice. The positions, principles and policy recommendations outlined in this paper reflect the RPAC's current thinking.

The RPAC welcomes challenges to its positions and is seeking suggestions for alternative approaches to the issues facing the Capital Region. Citizens of the Capital Region should feel free to identify other issues and possible directions and actions.

Certainly there are lessons to be learned from past actions and inactions by governments and other groups within the Capital Region. However, RPAC is expected to provide recommendations to the provincial government for future directions. Accordingly, all participants are urged to identify ways to improve policies and processes that will strengthen the Capital Region in all the respects identified in this paper.

The opportunities to 'join the debate' on developing a plan for the Capital Region are listed on the back cover of this paper. We look forward to hearing from you.

DID YOU KNOW?

Over the most recent five year census period (1996-2001):

- The Capital Region grew by 5,450 people, a 0.8% increase, or a 0.16% annual growth rate.
- 80% of the growth in the Capital Region occurred outside of Winnipeg. Winnipeg's percentage of the total population of the Capital Region Winnipeg declined by about 0.6% to about 87.1%.
- 42% of the total growth in the Capital Region occurred in two municipalities: East St. Paul and Winnipeg.
- Manitoba's total population grew by 5,685 people, a 0.5% increase, or a 0.1% annual growth rate. Outside of the Capital Region, the Province's total population grew by only 235 people. This means that 96% of Manitoba's total population growth occurred in the Capital Region.

Regional Planning Advisory Committee (RPAC)
for Manitoba's Capital Region
April 2002

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APPENDIX

APPENDIX A: Discussion of Words and Terms

APPENDIX B: Profile of the RPAC Members

APPENDIX C: Maps

APPENDIX D: Basic Population Data

APPENDIX A

DISCUSSION OF WORDS AND PHRASES

A number of words and phrases are used in this discussion paper and also often come up in general discussions of planning and land use matters in Manitoba and elsewhere. A number of these words and phrases do not have well understood definitions or in some cases, have numerous definitions. Some too, have debatable meanings or are phrases that tend to instill certain reactions or emotions. It was thought therefore, that a discussion of words and phrases might be useful. Some of the following are 'definitions', while others contain some additional background:

Association of Regional Municipalities (ARM): An association of municipalities which bordered on Winnipeg and at one time had some or all of their lands under the planning control of the City (known as the *Winnipeg Additional Zone*). Those municipalities still meet regularly but the *Additional Zone* was abolished a number of years ago.

Brownfields: A phrase first used in the USA in connection with abandoned, idled or under-used industrial and commercial facilities, where redevelopment was complicated by potential environmental contaminants. Brownfields were typically situated in or near urban centres and include abandoned factories, gas stations, oil storage and refining facilities, chemical storage and manufacturing, dry cleaners and other businesses that dealt with potentially polluting or dangerous substances. Over time, the term has evolved, so that it now is often used to also include <u>any</u> formerly built areas which are now abandoned or vacant, usually in or near the inner city of urban centres.

Capital Region: A geographical area currently defined by the provincial government as including 16 municipalities including Manitoba's Capital City, Winnipeg, the RM of East St. Paul, RM of West St. Paul, RM of Rockwood, Town of Stonewall, RM of Rosser, RM of St. Andrews, City of Selkirk, RM of St. Clements, RM of Springfield, RM of Tache, RM of Ritchot, RM of Macdonald, RM of Cartier, RM of Headingley, and the RM of St. Francois Xavier (see Map C1 in Appendix C).

Capital Region Committee: Formed in 1989, it includes the mayors and reeves of the 16 Capital Region municipalities and the Ministers of Intergovernmental Affairs and Conservation. It is organized by the Provincial Government and meets 2 or 3 times a year to discuss issues of mutual interest.

Capital Region Review Panel: An independent panel appointed by the provincial government in 1998 to look into and make recommendations on Capital Region issues. It presented its final report in December of 1999.

City of Winnipeg Act: A provincial statute that outlines the operating 'rules' for the City of Winnipeg. Part 20 of that Act states the land planning rules for the City. They diverge from those found under *The Planning Act*, but the principles are generally the same. *The City of Winnipeg Act* originally came into force in 1972 and has been amended numerous times. It is currently under review by the provincial government.

COSDI (Consultation On Sustainable Development): Launched by the provincial government in 1997, the intent was to "undertake a multi-stakeholder consultation initiative to consider and make recommendations to government on how Manitoba can best implement Sustainable Development Principles and Guidelines into decision making, including environmental management, licensing, land use planning and regulatory processes." An 18 member "core group" was established to undertake the initiative. A 60 member advisory committee was established representing various stakeholder groups, organizations, associations etc. The final report was released to the government in June of 1999. An implementation strategy is currently being worked on.

Development Plans: Development Plans (and their implementing zoning by-laws, along with building by-laws) provide the basic land development "rules" by which municipalities, developers and the public operate. Development Plans are adopted as by-laws by municipalities and planning districts under *The Planning Act* in all of Manitoba except the City of Winnipeg. The City's Development Plan (*Plan Winnipeg*) is adopted under *The City of Winnipeg Act.* The adoption processes for the City and the other jurisdictions in Manitoba are similar but not identical.

Although written by municipalities or planning districts, all Development Plans must be approved by the provincial government. All 16 municipalities in the Capital Region, including the City of Winnipeg, have Development Plans in place. Under current legislation, all Development Plans are subject to review every five years. Local authorities also amend their Development Plans from time to time, and all such amendments also require provincial approval.

Development Plans are intended to set the medium to long term land development goals and policies for municipalities. While their policies can be quite specific and in some cases quite detailed, for the most part they are far more general than the rules adopted by a municipality under its zoning by-law. Development Plans include maps which designate areas for basic types of development, such as "Residential" or "Neighbourhood" or "Commercial", or "Agricultural", etc. Whereas the more specific zoning by-law will designate an area "R1 Single Family Dwelling Zone", or "C3 Highway Commercial Zone", for example. For each of the designated areas the Development Plan will then set development policies.

Greenfields: Open lands such as farm lands, wooded lands, fields and the like, located around or in urban centres. When originally coined, the phrase was meant to be used in association with "brownfields", and meant that they were generally considered safe (from an environmental perspective) to develop. However, like the word "brownfields", greenfields is a now a term often used to mean any open "undeveloped" area in or near urban centres which could potentially be developed for urban uses.

Liveable Cities or Liveable Communities: Intended to be integrated and diverse communities containing different housing types, shops, work places, schools, parks and cultural facilities. Liveable communities include walkable access to housing, jobs, daily needs and other activities and a range of economic levels, age groups and job types. Compact development, urban infill, integral placement of mixed-use buildings and mixed income neighbourhoods is also considered complimentary to transportation requirements. The environment is hoped to be of 'human scale', with attributes that invite positive interaction which compliment surrounding neighbourhoods.

Mayors and Reeves of the Capital Region: An association formed in 1999 and made up of the reeves and mayors of the Capital Region and with no provincial government involvement.

Municipal Act: Similar to *The City of Winnipeg Act* in that it states the operating 'rules' for the other 200 municipalities in Manitoba. However, the planning rules for municipalities are laid out in *The Planning Act. The Municipal* Act is one of the oldest statutes in Manitoba dating back to the 1870s. It has been amended and readopted numerous times.

Municipalities: There are currently 201 incorporated municipalities in Manitoba. They include Cities, Towns, Villages, Rural Municipalities and Local Government Districts. The operating 'rules' for municipalities are primarily contained in *The Municipal Act* except for the City of Winnipeg, which is governed under *The City of Winnipeg Act.* Many other statutes also apply to municipalities, such as *The Planning Act.*

There are 3 types of municipality in the current Capital Region:

- Cities (of which there are two, Selkirk and Winnipeg),
- Towns (of which there is one, Stonewall), and
- Rural Municipalities of which there are 13.

The generic term 'municipality' is often used to include any of these 3 types of local jurisdictions. Rural Municipalities are often referred to as RMs.

Within the RMs there are a number of unincorporated villages or hamlets. For example:

- Oakbank, Dugald and Anola in the RM of Springfield;
- Stony Mountain in the RM of Rockwood;
- Lorette and Landmark in the RM of Tache;
- Oak Bluff, La Salle, Starbuck and Sanford in the RM of Macdonald;
- Ile des Chenes, Ste. Agathe and St. Adolphe in the RM of Ritchot,
- East Selkirk and Lockport in the RM of St. Clements;
- Elie in the RM of Cartier;
- Birds Hill in the RM of East St. Paul;
- and others,

These are all unincorporated hamlets/villages governed by their surrounding RMs.

Planning Districts: Planning districts are formed by Lieutenant-Governor's Order in Council under *The Planning Act*. They are formed when 2 or more neighbouring municipalities voluntarily decide to come together for planning purposes. There are currently 42 incorporated planning districts in Manitoba, three of which (involving 10 municipalities) are in the Capital Region. The three in the Capital Region are:

- **The Selkirk and District Planning Area**, formed in June 1977 - made up of the City of Selkirk, The Rural Municipality of St. Andrews, the Rural Municipality of St, Clements, and the Rural Municipality of West St. Paul.

- **The South Interlake Planning District**, formed in February 1979 - made up of the Town of Stonewall, the Town of Teulon, the Rural Municipality of Rockwood and the Rural Municipality of Rosser.

- **The Macdonald-Ritchot Planning District**, formed in December of 1983 - made up of the Rural Municipality of Macdonald and the Rural Municipality of Ritchot.

Planning districts are operated by a planning district board, made up of elected councilors, mayors and reeves of the member municipalities. They usually meet about once a month and the board normally consists of about 6 - 10 members.

The primary functions of a planning district are to:

- adopt and administer a development plan for its entire district,
- administer the zoning and building by-laws of the municipalities in the district (this usually means hiring a development officer, building inspector(s), and sometimes planners), and
- take on the approving authority function for subdivisions if thought to be practical.

Planning Act: A provincial statute which outlines the land development or land planning 'rules' for the Province, municipalities, developers and the public (except for the City of Winnipeg which is under different legislation - *The City of Winnipeg Act*). Under *The Planning Act*, the Province adopted and applies *The Provincial Land Use Policies*. This Act also gives municipalities authority to form into planning districts, adopt and administer development plans and zoning by-laws. Also under this statute the provincial government has adopted subdivision regulations.

The first *Planning Act* was adopted by the Province in 1916 (one of the first in Canada), several new versions have been adopted since then. The current *Planning Act* came into force in 1976. However, it has been amended numerous times since then. It is currently under review by the provincial government.

Prime Agricultural Land: Land which is suitable for growing almost all crops that the climate will allow. Generally, Classes 1, 2 and 3 land under the Canada Land Inventory for Agricultural Capability are considered 'prime agricultural land'. Much of the land in the Capital Region is considered 'prime agricultural land'.

Provincial Land Use Policies (PLUPs): The *PLUPs* were initially developed as a part of the Winnipeg Region Study (undertaken by the Provincial government between 1971 and 1975). The final Winnipeg Region Study summary report (1975) recommended a series of land use policies for the Winnipeg region. These policies were further developed by the province and used as interim development guidelines for all of Manitoba outside of Winnipeg, from 1978 until 1980. In November of 1980 they were adopted as a regulation under *The Planning Act*. They were extensively revised in 1994. They still apply to all of Manitoba except the City of Winnipeg. The *PLUPs* are currently under review by the provincial government.

It is believed Manitoba was the first province in Canada to adopt provincial land use policies. The policies are used to review municipal and planning district development plans. In other words, the provincial government uses the *PLUPs* to measure development plans as they are initially sent in, amended or as they come up for review, as they all do every 5 years. Generally, development plans are expected to contain policies that do not conflict with the *PLUPs*.

Regional Planning Advisory Committee (RPAC) for the Capital Region: Appointed in September 2001 by the provincial government and currently seeking public input on regional policies. The RPAC is the author of this discussion paper (see Appendix B for profiles of the RPAC members).

Rural Residential Development, also known as **large lot residential development**, Generally means: lots outside the built up area of an urban centre, developed for permanent residential purposes, and where the occupiers are expected to earn a living primarily from non-farm income. Such lots may be serviced or unserviced with piped sewer and/or water, and, generally range in size from between 15,000 square feet (about a third of an acre, or 1394 square metres) to about 10 acres (4 hectares) in area each.

Smart Growth or Smart Growth Strategy: A planning concept which has been adopted by a number of jurisdictions across North America. Smart Growth tends to adopt some or all of the following policies:

- supporting and enhancing existing communities (rather than creating or allowing the evolution of new communities);
- preserving natural resources, natural areas and farm land;
- saving the taxpayers from the premature extension or unnecessary creation of new infrastructure to support sprawl;
- re-developing 'brownfields' before developing new 'greenfields'; and
- revising zoning and other regulations which impede re-development of older areas and older buildings, etc.
- 'live near work' or 'mixed use' neighbourhood strategies.

In the U.S. (Maryland for example), Smart Growth is implemented mainly through some form of State-funded incentives. Critics of 'smart growth' assert that it is merely a new name for good planning.

Subdivision Approving Authority: Two of the three planning districts (the Selkirk Planning District and the South Interlake Planning District) in the Capital Region are subdivision approving authorities for all subdivision applications in their districts. The City of Winnipeg is also the approving authority for subdivisions in its jurisdiction. The provincial government (Intergovernmental Affairs) is the approving authority for subdivisions for the other 7 municipalities in the Capital Region. Under *The Planning Act* any planning district can request approving authority status from the provincial government.

Sustainable Development: Generally, it means environmentally sound development which can be sustained in the long term. The term intends that we must protect the environment from degradation in order to develop economically; that meeting the needs of today should not sacrifice the ability of future generations to meet their own needs; and, that we must take into account the long term effects of our economic decisions.

Urban Centre: **This term** has different meanings to different people. Many people would consider an urban centre to be only a large metropolitan centre like Winnipeg, or perhaps smaller centres such as Brandon or Selkirk. However, the provincial government generally considers an urban centre to be any close grouping of 25 or more residences, with a recognized place name, and some form of commercial services. This would include any incorporated city, town or village, unincorporated village district, and may include hamlets and other unincorporated centres.

Urban Sprawl: There are numerous definitions of so-called urban sprawl. One of the more common ones is: low density growth (usually residential and commercial development) occurring on the outer fringes of an urban centre. Urban Sprawl also often implies unplanned or haphazard and rapid development. In the Canadian context (and certainly in Manitoba's Capital Region) virtually all major cities and their surrounding areas have full planning programs in place. All development in the Capital Region takes place within the framework of provincially-approved Plans. And growth, both within Winnipeg and the rest of the Region, has by most standards, not been rapid. On the other hand, some would argue that any sprawl that does occur in the Winnipeg region is even more problematic than in faster growing areas, because the region is not really growing but is simply spreading out, thus becoming more inefficient and more costly to service.

Winnipeg Additional Zone: A belt of land outside and adjacent to the City of Winnipeg ranging in size from 8 - 11 km (5 - 7 miles) in width, established in 1961, in which the City of Winnipeg had land use planning authority and building control. It was considered by most parties involved to be an unsatisfactory method of fringe development control. Eventually the provincial government allowed municipalities and planning districts with adopted development plans to withdraw from the so-called 'Add Zone'. In 1991 it was abolished in its entirety.

Winnipeg Region Study: From 1971-75 a major provincial government initiative, the *Winnipeg Region Study,* was undertaken involving all or parts of 30 municipalities in the Winnipeg area. About 17 volumes of reports were completed, eventually leading to the adoption of *The Provincial Land Use Policies* in1980.

Zoning By-law: A by-law adopted by a municipality under *The Planning Act* or *The City of Winnipeg Act.* Zoning by-laws provide detailed site and some building regulations, such as how far a building must be away from its lot lines, how tall a building can be, location and height of fences, the specific types of uses permitted in a specific zone (for example, single family dwellings are the main permitted use in most 'R1' Zones). A zoning by-law can only be adopted after a municipality has a development plan in place, and then the zoning by-law can not conflict with the development plan.

APPENDIX B

RPAC Member Profiles

APPENDIX B

Regional Planning Advisory Committee (RPAC)
MEMBER PROFILES

Paul Thomas, Chair: Currently the Duff Roblin Professor of Government at the University of Manitoba, Paul Thomas has taught there since 1969. He holds a BA and MA from the University of Manitoba and a Ph.D. from the University of Toronto. Thomas is an author and his current research is in leadership in the public sector. He has been a consultant to both the federal and provincial governments and has been on several previous royal commissions and task forces, including the City of Winnipeg Act Review Committee in 1985-87.

Mayor R.S. "Bud" Oliver: Born and raised in Selkirk, Oliver is the chair of the International Coalition for Land and Water Stewardship in the Red River Basin. He is also vice-chair of the Red River Basin Board. Elected to the Selkirk City Council in 1978, he is now serving his sixth consecutive term as Mayor. He has also been a member of the Selkirk and Area Planning District Board since 1979 and has served as its chair for 14 years. He is a past president and life member of the Manitoba Association of Urban Municipalities.

Mayor Robert (Bob) Stefaniuk: Born and raised in Selkirk, Stefaniuk has been mayor of the Rural Municipality of Ritchot for six years. He is the current Chair of the Capital Region Committee of Mayors and Reeves. He served in the Royal Canadian Navy for three years. Stefaniuk has a BA in economics and history and a certificate from the Canadian Institute of Management. He serves on several other boards and committees.

Deputy Mayor Lillian Thomas: Currently Deputy Mayor of the City of Winnipeg, she has been a Winnipeg city councillor for the Elmwood ward since 1989. Thomas has a BA in sociology from Lakehead University and an MA from the University of Manitoba. She has been a member of numerous boards and committees including the: Winnipeg Art Gallery board, Winnipeg Council Committee on Planning and Community Services, International Coalition for Land and Water Stewardship - Red River Basin, Manitoba Association of Urban Municipalities, River-bank Management Committee, Waste Minimization Committee, Winnipeg Housing Rehabilitation Committee, Winnipeg Regional Implementation Team and numerous others.

Nick Carter: Served as Deputy Minister of Natural Resources with the Manitoba Government from 1979 to 1987. Prior to 1979, he also served as the Deputy Minister of Northern Affairs for the Manitoba Government and Deputy Minister of Environment for the Saskatchewan Government. Carter is past chair of the Manitoba Environment Council and also past chair of the Manitoba Hazardous Waste Management Corporation. He was most recently a member of the Manitoba Livestock Stewardship Panel.

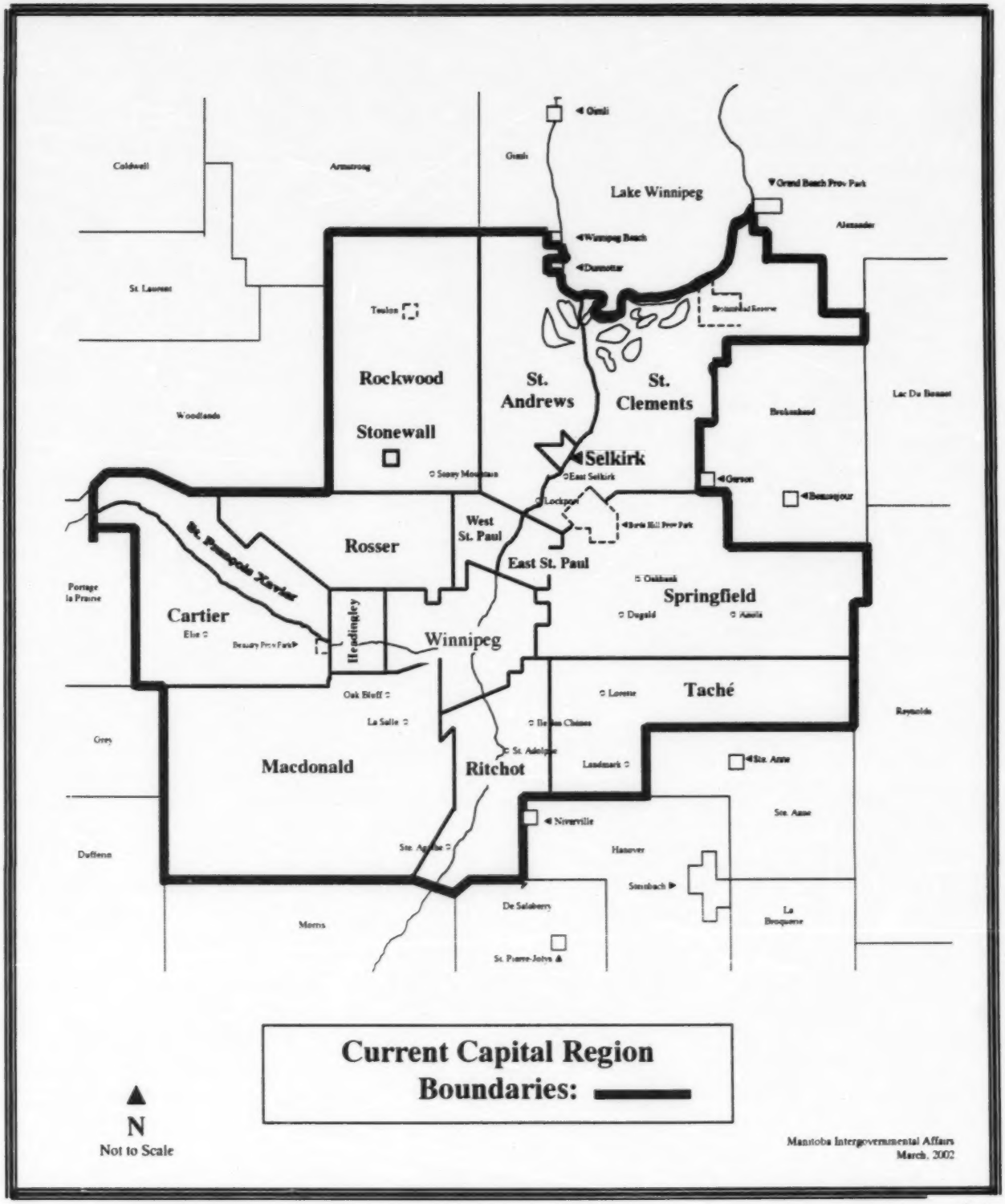
Cathy Auld: Currently the director of donor relations and corporate secretary for the Winnipeg Foundation, she holds a BA from the University of Winnipeg and a Master of City Planning degree from the University of Manitoba. She developed a Youth Philanthropy program for Winnipeg high school students and is the former program manager of the Winnipeg Core Area Initiative. She is also a member of several boards and community groups and has served as a member of the Manitoba Municipal Board.

Eleanor Thompson: Born and raised on a farm near Emerson, Manitoba, she is the founder/director of the Urban Circle Training Centre. She has also been a researcher with the Canadian Museum of Civilization and was the co-founder/director of the Maskwa Project - Rural Centre for Alternate Technologies. She has been a member of several boards and committees such as the Manitoba Law Foundation (Founding Vice-Chair) and is a founding executive board member of the Community Education Development Agency (CEDA), among others.

APPENDIX C

Maps

APPENDIX C - MAP C1

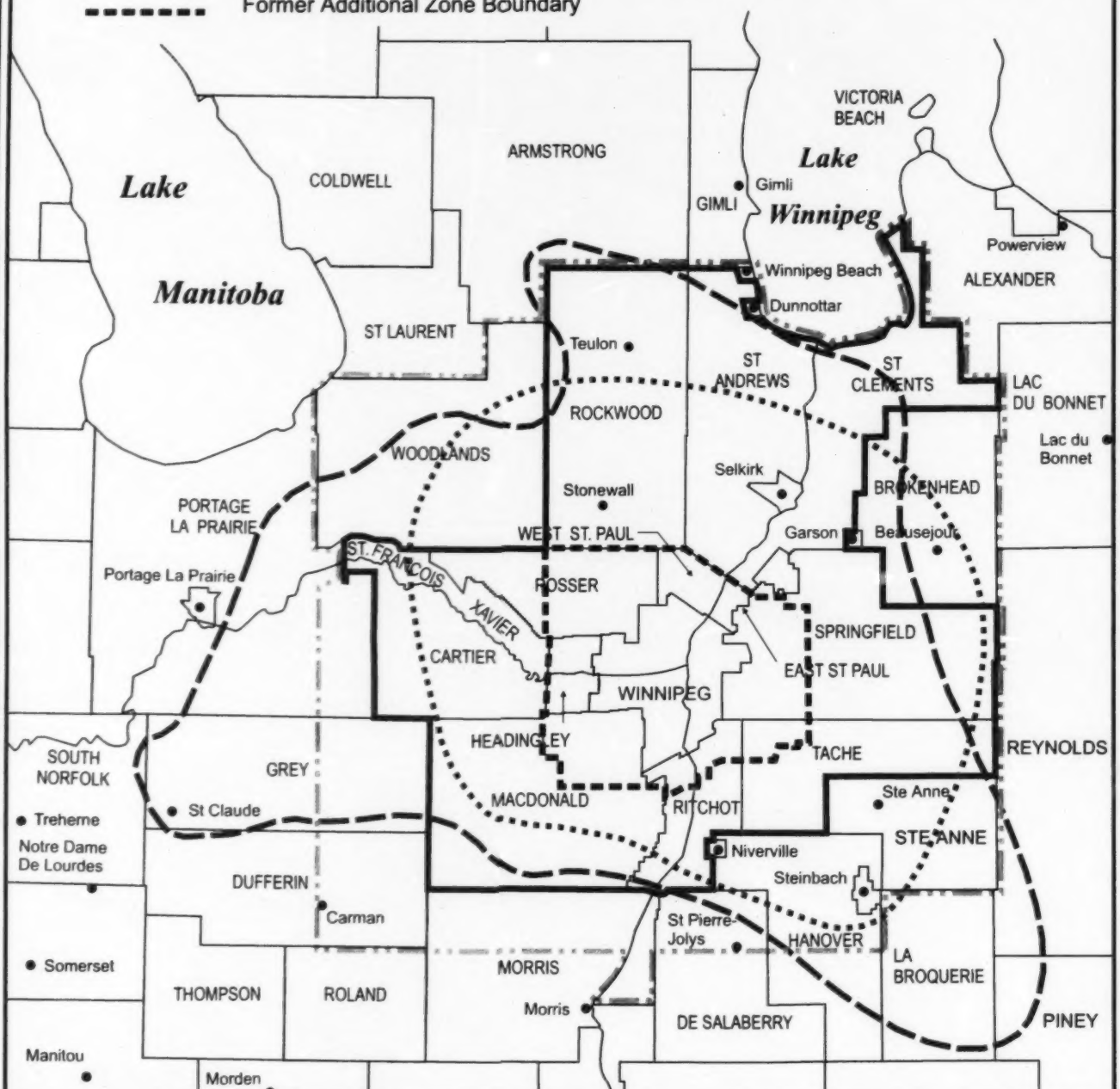


APPENDIX C - MAP C2

SOME RELEVANT BOUNDARIES IN THE CAPITAL REGION AREA

LEGEND

- Existing Capital Region Boundary
- Approximate Commutershed
- Approximate boundaries of: Netley/Grassmere Creeks, Cooks/Devil's Creeks, Seine River, La Salle River & Lower Assiniboine River Watershed Basins combined
- Winnipeg Region Study Area (1971 - 1975)
- Former Additional Zone Boundary



APPENDIX D

Basic Population Data

M121

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Basic Population Data (Canada Census) - Manitoba's Capital Region

Municipality	1981	1986			1991			1996			2001			Growth From 1991-2001 (Last 10 Years)		Growth From 1981-2001 (Last 20 Years)	
	Population	Population	From Last Census		Population	From Last Census		Population	From Last Census		Population	From Last Census					
			Population Growth	% Growth		Population Growth	% Growth		Population Growth	% Growth		Population Growth	% Growth	Population Growth	% Growth	Population Growth	% Growth
Cartier, RM	2,825	2,964	139	4.9	3,115	151	5.1	3,009	-106	-3.4	3,120	111	3.7	5	0.2	295	10.4
East St. Paul, RM	3,596	4,385	789	21.9	5,820	1,435	32.7	6,437	617	10.6	7,677	1,240	19.3	1857	31.9	4,081	113.5
Headingley, RM *	N/A	N/A	N/A	N/A	1,575	N/A	N/A	1,587	12	0.8	1,907	320	20.2	332	21.1	N/A	N/A
Macdonald, RM	3,403	3,583	180	5.3	3,999	416	11.6	4,900	901	22.5	5,320	420	8.6	1321	33.0	1,917	56.3
Ritchot, RM	4,262	4,588	326	7.7	5,146	558	12.2	5,364	218	4.2	4,958	-406	-7.6	-188	-3.7	696	16.3
Rockwood, RM	6,321	6,923	602	9.5	6,990	67	1.0	7,504	514	7.4	7,654	150	2.0	664	9.5	1,333	21.1
Rosser, RM	1,326	1,300	-26	-2.0	1,364	64	4.9	1,349	-15	-1.1	1,412	63	4.7	48	3.5	86	6.5
Selkirk, City	10,037	10,013	-24	-0.2	9,815	-198	-2.0	9,881	66	0.7	9,752	-129	-1.3	-63	-0.6	-285	-2.8
Springfield, RM	8,989	9,836	847	9.4	11,102	1,266	12.9	12,162	1,060	9.6	12,602	440	3.6	1500	13.5	3,613	40.2
St. Andrews, RM	7,990	8,755	765	9.6	9,471	716	8.2	10,144	673	7.1	10,695	551	5.4	1224	12.9	2,705	33.9
St. Clements, RM	6,294	6,922	628	10.0	7,823	901	13	8,516	693	8.9	9,115	599	7.0	1292	16.5	2,821	44.8
St. Francois Xavier, RM	780	827	47	6.0	898	71	8.6	992	94	10.5	1,024	32	3.2	126	1.4	244	31.3
Stonewall, Town	2,217	2,349	132	6.0	2,997	648	27.6	3,689	692	23.1	4,012	323	8.8	1015	33.9	1,795	81.0
Tache, RM	5,893	6,679	786	13.3	7,576	897	13.4	8,273	697	9.2	8,578	305	3.7	1002	13.2	2,685	45.6
West St. Paul, RM	2,745	3,138	393	14.3	3,658	520	16.6	3,720	62	1.7	4,085	365	9.8	427	11.7	1,340	48.8
Subtotal - Cap Region Outside of Winnipeg	**66,678**	**72,262**	**5,584**	**8.4**	**81,349**	**7,512**	**10.4**	**87,527**	**6,178**	**7.6**	**91,911**	**4,384**	**5.0**	**10,562**	**13.0**	**25,233**	**37.8**
Winnipeg, City (Wpg's % of Cap Reg)	564,473 (89.4%)	594,551 (89.2%)	30,078	5.3	615,215 (88.3%)	20,664	3.5	618,477 (87.6%)	3,262	0.5	619,544 (87.1%)	1,067	0.2	4329	0.7	55,071	9.8
Total Capital Region Population	**631,151**	**666,813**	**35,662**	**5.7**	**696,564**	**28,176**	**4.2**	**706,004**	**9,440**	**1.4**	**711,455**	**5,451**	**0.8**	**14,891**	**2.1**	**80,304**	**12.7**

* The RM of Headingley did not become a separate municipality until 1992

Basic Population Data (Canada Census) - Manitoba's Capital Region

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